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ABSTRACT

The Vocational Education Act of 1984 offers considerable opportunity for industrial arts. Because modern industrial arts (and agricultural arts) are listed as being eligible for funding from the Basic State Grant, Part B, most attention will be focused on this goal. Other Part B uses of funds with potential for industrial arts involvement include exemplary and innovative programs that stress new technologies, improvement and expansion of career counseling and guidance, programs related to curriculum development in vocational education, activities of vocational student organizations implemented as an integral part of secondary and postsecondary instructional programs, development of special courses and teaching strategies to teach fundamental principles of mathematics and science through practical application, and acquisition of high-technology and telecommunications equipment for vocational education programs. The new law also provides for additional research, conferences, and assessment of vocational education--areas in which industrial arts must be sure to become involved. Industrial arts practitioners must become intimately familiar with the definitions and regulations of the new law and should work toward developing modern industrial arts programs to assist students in making informed and meaningful occupational choices and to prepare them for entry into either advanced trade and industrial or technical education programs or into jobs in new and expanding technical areas. (MN)

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INDUSTRIAL ARTS IN VOCATIONAL LEGISLATION: AN ANALYSIS OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

This paper draws heavily from material distributed by The Council on Vocational Education in their Legislative Brief. In addition it includes extensive direct quotations from the conference report that was subsequently signed into law as the Carl D. Perkins Vocational Education Act of 1984.

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The New Law

History

The new law, P.L. 98-524 (stemming from H.R. 4164) amends the 1963 Vocational Education Act, (P.L. 88-210) renaming it "The Carl D. Perkins Vocational Education Act of 1984" The conference committee passed it Monday, October 1 and President Regan signed it shortly thereafter.

Purposes

The conference report states the bill was generated:

- To strengthen and expand the economic base of the Nation
- To develop human resources
- To reduce structural unemployment
- To increase productivity
- To strengthen the Nation's defense capabilities

It was designed to address these purposes "by assisting the States to **expand, improve,** and **update** high quality programs of vocational-technical education, and for other purposes." (Conference Report)

The law itself states its purpose is:

- "To expand, improve, modernize, and develop quality vocational education programs in order to meet the needs of the Nation's existing and future work force for marketable skills and to improve productivity and promote economic growth;" (sec.2.1)

- To insure the inadequately served access to vocational education, especially the disadvantaged, handicapped, men & women entering non-traditional occupations, adults, single parents or homemakers, limited english proficient, and incarcerated; (sec.2.2) paraphrased

- "To improve academic foundations of vocational students and to aid in the application of newer technologies (including the use of computers) in terms of employment or occupational goals;" (sec.2.4)

Duration

The law reauthorizes federal support for four years, 1986-1989. "This Act shall take effect for fiscal years beginning on or after October 1, 1984. . ." (sec.2.a). In the Conference Report "the managers wish to emphasize that the effective date of October 1, 1984 will not apply to money already appropriated for use in fiscal year 1985, and that in practical application, States and eligible recipients could not be expected to implement the new legislation until school year 1985-1986." (comment #254)

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Titles

There are five titles to the law:

Title I Covers funding allotments and allocations, Indian and Hawaiian programs, state administration, and state planning.

Title II Covers the basic state grant's two parts:

Part A: (57% of title II's funding) is to be used to maintain programs. It contains set-asides for targeted populations.

Part B: (43% of title II's funding) is to be used for program improvement. Note that this part lists industrial arts and prevocational programs as being eligible for funding.

Title III Covers separate authorizations for consumer and homemaker education, adult and postsecondary, community-based organizations, high technology, and career guidance and counseling.

Title IV Covers national programs including the National Center for Research in Vocational Education, The National Council on Vocational Education, Bilingual Vocational Education, The National Occupational Information Coordinating Committee, the Vocational Education Data System, and demonstration programs such as cooperative demonstration programs, state equipment pools, demonstration centers for retraining of dislocated workers, and model centers for vocational education for older individuals.

It contains set-asides that call for proportioning of funds as follows:

- 35% For Part A, Research
- 35% For Part B, Demonstration
- 30% For Part C, Occupational Information Data Systems

Title V Covers matching provisions and definitions.

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Authorizations

Overall authorization is $950 million which includes the following separate authorizations and a basic state grant of $835.3 million.

- $32 million Consumer & Homemaking
  - 33% of this must be used in economically depressed areas
- $35 million Adult and Postsecondary
  - 50% Adult Training
  - 50% Single Parents & Homemakers
- $20 million High-Tech Industry-Education Partnerships
- $15 million Community-based organizations
- $8 million State Councils
- $3.7 million Bilingual Vocational Education
- $1 million Career Guidance & Counseling

The basic state grant is for $835.3 million but note this is for FY 1985 only. Subsequent year authorizations are for "such sums as necessary". The basic state grant is for Titles I (other than State Councils), II, III, IV (other than bilingual). It includes these set-asides:

- 1.5% for Indian and Hawaiian Native Programs
- 2% for National Programs that include:
  - $500,000+ for a National Council for Vocational Education
  - $3.56-6 million for the National Occupational Information Coordinating Committee
  - $6 million for the National Center for Research on Vocational Education

This leaves $806.3 million, for Title II, which is to be distributed as shown:

Part A: (57%)	10%	of Title II for Handicapped
	22%	of Title II for Disadvantaged
	3.5%	of Title II for Equity
	12%	of Title II for General Adults
	8.5%	of Title II for Single Parent Homemakers
	1%	of Title II for Incarcerated
Part B: (43%)	Contains no set-asides. Its general funding is intended to improve programs.	

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IA Presence

In general, the law defines vocational education as organized education programs to prepare individuals for paid or unpaid employment in agriculture, business occupations, home economics, health occupations, marketing & distributive occupations, technical & emerging occupations, **modern industrial and agricultural arts**, and trades & industrial occupations. Instruction is included along with the acquisition, maintenance and repair of instructional equipment, supplies, and teaching aids.

Specific mention of industrial arts comes in Title II, Part B (sec.251.a.15) which states that funds may be used for "programs of modern industrial and agricultural arts" (sec.251.a.15)

Note that the Conference Report included an interesting discussion of industrial arts. In comment #37 the conferees state "In adopting provisions allowing the support of pre-vocational, vocational agriculture, and industrial arts programs the conferees are **particularly concerned that these programs be directed, to the extent possible, toward those activities that are modern and incorporate the latest advances in technology.** {emphasis mine} These would include, but not be limited to, programs that are designed to provide students with awareness and basic skills in expanding and new technology areas such as robotics, lasers, computers, electronics, industrial power systems, fluidities {SIC}, hydraulics, pneumatics, telecommunications, and biotechnology. The program activities listed are not intended by the conferees to discourage or disallow traditional and existing vocational agriculture and industrial arts activities at the prevocational level."

Kudos

The most significant credit for securing IA's presence in the new law must go to my colleague, Niel Edmunds. Working per leads supplied by Gene Bottoms, Neil was able to effect a last minute compromise that resulted in IA's mention in the text of the law itself.

We also owe genuine thanks to Gene Bottoms for alerting us to where we stood at several key times as the conference committee worked out the differences between House and Senate versions.

In retrospect the IA Division's legislative team, including John Ritz and Paul Cummings, played a significant role in continuuing and extending the opportunity for IA to seek funds and support through vocational mechanisms. The division's efforts combined synergistically with the efforts of the AIAA's legislative team. Together these teams built a solid foundation and established a real presence for IA on the Hill.

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Implications for IA

There is considerable opportunity because all are facing a new situation. An initial three year state plan is called for with subsequent biennial plans and annual revisions. The planning period shall be for the same time as the JTPA plan. Since the plan must be formulated with the assistance of the State Council on Vocational Education, public hearings, and with state legislature review; there are many opportunities for input from the IA profession in each state. Indeed, incorporation of specific IA mentions into the state plan for vocational education should be the number one priority in each state. To this end, note that the following points, called for in the law, should enable local and state professional to present their points in a manner most conducive to success.

In developing the State plan, the State shall

- "examine the needs of students, including adults, in order to determine how best to improve student skill levels in light of the State's occupational and skill requirements;" (sec.113.a.3.A)

- "the capacity of programs to facilitate entry into, and participation in, vocational education and to ease the school-to-postsecondary transition" (sec.113.a.3.D.iii)

- "the technological and educational quality of vocational curricula, equipment, and instructional materials to enable vocational students and instructors to meet the challenges of increased technological demands of the workplace; and

  "the capability of vocational education programs to meet the needs for general occupational skills and improvement of academic foundations in order to address the changing content of jobs;" (sec.113.a.3.D.iv,v)

Because modern industrial arts (and agricultural arts) are listed as being eligible for funding from the Basic State Grant, Part B, most attention will be focussed on this goal. It should be noted however that such programs must meet needs identified in the state plan and that this prerequisite should also be an important goal for state IA leaders.

Other Part B uses of funds, where they meet needs identified in the State plan, with potential for IA involvement include:

- "exemplary and innovative programs which stress new and emerging technologies and which are designed to strengthen vocational education services and activities;" (sec.251.a.5)

- "the improvement and expansion of career counseling and guidance authorized by part D of Title III." (sec.251.a.7)

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- "programs relating to curriculum development in vocational education within the State, including the application of basic skills training;" (sec.251.a.8)

- "the conduct of special courses and teaching strategies designed to teach the fundamental principles of mathematics and science through practical applications which are an integral part of the student's occupational program" (sec.251.a.11)

- "the activities of vocational student organizations carried out as an integral part of the secondary and postsecondary instructional program;" (sec.251.a.13)

- "prevocational programs;" (sec.251.a.14)

- "the acquisition of high-technology equipment for vocational education programs;" (sec.251.a.21)

- "the acquisition and operation of communications and telecommunications equipment for vocational education programs;" (sec.251.a.23)

The Prevocational programs which may be funded from the basic state grant, Part B, also offer rich potential for IA. We need to work towards increased articulation with the rest of the vocational education in order to effect this potential to any significant degree.

The new law contains numerous other possibilities and implications of importance to industrial arts. For example:

- The law defines student organizations as those organizations for vocational education students whose activities are an integral part of the instructional program. Effective IA/AIASA programs are clearly eligible.

- Each State Council (the new name for the state advisory council on vocational education) must evaluate its state's vocational education delivery system service every two years. Industrial arts leaders should work diligently to insure that this evaluation includes a component that reviews IA's contributions to vocational education's goals and the effectiveness and extent of state support to this end.

- Since state leadership is now capped at 7% of the basic state grant, it may be difficult to maintain or secure increased levels of state supervision for IA. Fortunately however, the cap does not include technical assistance. Therefore state leaders would do well to recast supervisors into a state consultant role who's major responsibility is to provide support and technical assistance. (Note the definition in section 521(1))

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- Local applications are required, but no local advisory councils are mandated. This means that IA programs, most of which did not have advisory councils, are no longer automatically excluded on this basis.

- In general the law includes considerable mention of personnel development. IA leaders should work hard to develop significant opportunities for IA in these thrusts.

- In part B, State organizational and planning responsibilities, section 111, d, the law states that "Each State board, in consultation with the State Council, shall establish a limited number of technical committees to advise the council and the board on the development of model curricula to address State labor market needs. Technical committees shall develop an inventory of skills that may be used by the State board to define state-of-the-art- model curricula. Such inventory will provide the type and level of knowledge and skills needed for entry, retention, and advancement in occupational areas taught in the State." It may be that resourceful IA leaders can secure efforts involving IA through this section.

- Because the law again supports research, our field must get the needs of the industrial arts profession to Dr. Worthington, Dr. Taylor, The National Council on Educational Research, The NCRVE's Advisory Council, and to Dr. Jay Smink also at the NCRVE. Additionally we should watch for federal research efforts towards:

    - "successful methods of reinforcing and enhancing basic academic skills in vocational settings" (sec. 402.a.4)

    - "the development of curriculum materials and instructional methods relating to new and emerging technologies, and assessments of the nature of change in the workplace and its effect on individual jobs" (sec.402.a.5)

    - "the identification of institutional characteristics which improve the preparation of youth and adults for employment;" (sec.402.a.6)

- Related to this, note that the NCRVE shall conduct studies, among others, on: "successful methods of reinforcing and enhancing basic academic skills in vocational settings" (sec.404.b.1)

- There will be a new NIE conducted "national assessment of vocational education" that industrial arts must be careful to secure significant input to. The interim report is due January and July of 1987 and a final report January 1, 1989. (sec.403.a)

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- Finally, the law calls for a National Summit Conference on Education "to provide directions for such policy (re: the development of a better trained and educated workforce, and problems and deficiencies in American elementary and secondary education). . ." (sec.5) Limited to 200 individuals carefully selected for representativeness. the conference's agenda shall be set by an executive committee based on "statewide and regional summit conferences devoted to obtaining citizen views about education." IA would do well to marshall its forces and work towards being involved in this effort.

Of course not all is as favorable as we would like. For example, the State Councils on Vocational Education are limited to 13 individuals with the majority (7) representing the private sector. This somewhat restricts the possibility for direct IA membership although it does not preclude it. Similarly, the due process provisions of the new law are less favorable than before. Now for a serious grievance an eligible recipient must file a petition with the US court of appeals. (sec.504.c.1)

The industrial arts profession must become intimately familiar with the definitions included in the law and of course, with those that will subsequently be included in the all important regulations. To this end, note the following definitions which were included among those listed in section 521:

"(1) The term 'administration' means activities of a State necessary for the proper and efficient performance of its duties under this Act, including supervision, but does not include curriculum development activities, personnel development, technical assistance, or research activities."

"(4) The term 'career guidance and counseling' means those programs (A) which pertain to the body of subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decisionmaking, placement skills, and knowledge and understanding of local, State, and national occupational, educational and labor market needs, trends, and opportunities, and (B) which assist them in making and implementing informed educational and occupational choices."

"(16)The term 'high technology' means state-of-the-art computer, microelectronic, hydraulic, pneumatic, laser, nuclear, chemical, telecommunication, and other technologies being used to enhance productivity in manufacturing; communications; transportation; agriculture, mining, energy, commercial, and similar economic activity, and to improve the provision of health care."

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"(31) The term 'vocational education' means organized educational programs which are directly related to the preparation of individuals in paid or unpaid employment in such fields as agriculture, business occupations, home economics, health occupations, marketing and distributive occupations, technical and emerging occupations, modern industrial and agricultural arts, and trade and industrial occupations, or for additional preparation for a career in such fields, and in other occupations requiring other than a baccalaureate or advanced degree and vocational student organization activities as an integral part of the program; and for purposes of this paragraph, the term 'organized educational program' means only (A) instruction (including career guidance and counseling) related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training, and (B) the acquisition (including leasing), maintenance, and repair of instructional equipment, supplies, and teaching aids; but the terms do not mean the construction, acquisition, or initial equipment of buildings, or the acquisition or rental of land."

"(32) The term 'vocational student organizations' means those organizations for individuals enrolled in vocational education programs which engage in activities as an integral part of the instructional program. Such organizations may have State and national units which aggregate the work and purposes of instruction in vocational education at the local level."

Regulations

These must be released within 90 days from the time of the President's signature. They are expected January 17, 1985. This is somewhat speculative because the Department of Education's Semi-annual Unified Regulatory Agenda (in the October 22, 1984 Federal Register) makes no mention of the new law because it of course was not passed when the schedule was announced.

The first draft will in all likelihood just be a straight forward basic detailing of what is in the law. It is not expected that the first set of regulations will include definitions much beyond those already in the law. The IA profession will have to be ready to generate a literal flood of comments in order to get IA properly included in the all important second round of regulations. Get your comments ready with respect to:

- The definition of IA
- The use of state funds for IA
- The incorporation of IA in state plans
- The need for strong state supervision
- The role of IA in prevocational education
- The trend changing to industrial arts/technology education
- The eligibility of IA for high-technology equipment
- The need for IA personnel development thrusts

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For example, consider recommending the following suggested definition (it was recently developed by a group of hard working colleagues after meetings in Washington and St. Louis):

Modern industrial arts programs are those that:

A. Pertain to the body of related subject matter, or related courses, organized for the development of understanding about the contemporary aspects of industry and technology. The concepts taught in these programs are organized around but not limited to, the broad technological content areas of communication; construction; energy, power, and transportation; and manufacturing. These include new and expanding technologies using robotics, lasers, computers, and other devices and systems. Learning experiences include experimenting, designing, constructing, evaluating, and using tools, machines, materials and processes.

B. and that assist individuals in making informed and meaningful occupational choices or which prepare them for entry into advanced trade and industrial or technical education programs either at the secondary or postsecondary levels.

End

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